

## Mapping of the integration of the gender perspective in trade union development cooperation





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# PRESENTATION

The Trade Union Development Cooperation Network (TUDCN) was the result of 2 years of planning and dialogue with the ITUC's development task force which met after the founding Congress in Vienna in 2006. The network was developed to address the need for more efficient and effective trade union cooperation for development coordination, which via the exchange of information and practices would produce better results. It does not refer exclusively to trade union solidarity but also to policies to promote the inclusion of the trade union perspective in international development policy debates and development strategies, paying particular attention to the inclusion of the ILO Decent Work Programme and World Job's Pact.

To meet the established objective, the Network meets twice a year to decide on the General Programme which is implemented by the working groups. Seminars also take place on specific themes in accordance with the operational plan to inform and train its members to better carry out the allocated functions.

TUDCN is an initiative of the International Trade Union Confederation that brings together affiliated trade union organisations, the solidarity support organisations (SSO), the representatives of the ITUC regional organisations and the Global Union Federations (GUFs) and the Trade Union Advisory Committee to the OECD (TUAC). TUDCN represents the trade union perspective in the BetterAid, the Open Forum for CSO Effectiveness and other international development CSO platforms.



# INTRODUCTION

Women are playing an increasingly greater role in the labour market, both formally and informally. According to UNICEF<sup>1</sup> women perform two-thirds of the world's work, produce half of the food but only earn one tenth of the world's income and only own approximately 1% of the property. Equality is recognised as one of the MDGs but only in relation to education. It is therefore necessary to extend this to other areas where there are inequalities such as the labour market. Despite the fact that the ILO in its annual report<sup>2</sup> stated that the situation of women in the labour market has improved in general terms, thanks to policies and measures by the countries, progress is undeniably slow with huge discrepancies between regions, countries, economic activities or even customs and women continue to experience inequality and discrimination despite increasing work experience and academic qualifications.

Trade unions should not close their eyes to this reality, on the contrary, "they have a fundamental responsibility and should take the initiative in the fight for gender equality in the workplace, in their policies, within their own organisations and society".<sup>3</sup>

The ITUC founding Congress in Vienna in November 2006, made express reference to the fact that achieving gender equality requires the integration of the gender perspective, recognising that "deep and pervasive gender discrimination remains a universal reality in the world of work, and in society

in general, and that many aspects of globalisation are making it worse. Therefore Congress pledges the ITUC to ensure that the gender perspective is fully and transversally integrated into all its policies, activities and programmes at all levels".

Point 24 of the Congress Proceedings recognised that "the future strength and vitality of the trade union movement depends on women joining its ranks and becoming leaders and calls on the ITUC to adopt an action programme to promote gender parity in trade union structures and the full integration of gender issues in trade union policies, and to combat any discrimination, harassment or abuse of women and obstacles to their progress in the trade union movement".<sup>4</sup>

Furthermore and defending the essential role of trade unions in development, the Congress concluded its proceedings by calling on the ITUC to work to influence development policies and to improve our resources for international cooperation demanding efficiency and transparency in its management and the full integration of the gender perspective in all its solidarity actions.

Conscious of the vulnerable position of women in the labour market and the future trade union movement's need for a large presence of women in its ranks, the ITUC issued a Resolution on

1 UNICEF, "Gender equality \_ The Big Picture", [http://www.unicef.org/education/index\\_bigpicture.html](http://www.unicef.org/education/index_bigpicture.html)

2 ILO "Global Employment Trends for Women" March 2009.

[http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms\\_103456.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_103456.pdf)

3 ITUC "Resolution on gender equality" 2nd world Congress: <http://www.ituc-csi.org/resolution-on-gender-equality.html>

4 ITUC <http://www.ituc-csi.org/provisional-programme.html>

Gender Equality during the 2nd World Congress in June 2010. One year previously, in October 2009, the 1st ITUC World Women's Conference took place, gathering together 450 delegates from 102 countries where they discussed their concern, which was subsequently recorded in the Conference's final minutes, that the crisis could be used as an excuse not to make progress in relation to gender. They demonstrated their support for the International Labour Organisation's 2009 Resolution on gender equality at the heart of decent work and asked that the Global Job's Pact be implemented paying special attention that the measures taken do not worsen the crisis and reflect at all times equality issues.

Finally, the Women's Conference stressed the need for rigorous monitoring procedures for both the ITUC and its affiliates, to ensure the implementation of the commitments made to achieve gender equality and concluded by saying that "trade unions should take a lead in achieving gender equality in all their programmes, policies, structures and activities and analyse gender-disaggregated data to ensure coherence between their policies and those of the ITUC."<sup>5</sup>

If the document from the founding Congress and the Women's Conference had clearly expressed their concern for the vulnerable position of women during the crisis and the trade union's commitment to gender equality, the Resolution on Equality issued by the 2nd ITUC World Congress in 2010 made it clear that fears the global crisis would undermine women's rights and increase inequality had become a reality and reiterated "that gender equality is a key human rights goal and component of social justice".<sup>6</sup>

As previously highlighted, the commitment to gender equality and to the empowerment of women have been recorded in numerous documents and have long been recognised as trade union objectives. However, internal criteria, political priorities and external requirements have resulted in multiple ways of dealing with and implementing equality through actions.

The idea that it is necessary to mainstream the gender perspective and to include it in all areas of action is becoming increasingly important. This will help spread the concept of gender mainstreaming, a strategy that will hopefully be used in all areas of action to effectively lessen the gap between men and women. In this way, every department in the organisation would become responsible, to a greater or lesser extent for gender policies leading to equal opportunities. Therefore, the process as a whole, from the development of a strategy or an action to its evaluation, its design and execution, should consider the impact on men and women. The result is that the organisation as a whole is involved and not just the relevant unit or department.

This document is part of the ITUC and the TUDCN's commitment to ensure that the gender perspective is integrated in cooperation activities. It seeks to highlight what is really happening in relation to gender in solidarity development actions with the South.

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5 ITUC <http://www.ituc-csi.org/1st-world-women-s-conference,4822.html?lang=en>

6 ITUC <http://www.ituc-csi.org/resolution-on-gender-equality.html>



## SCOPE AND JUSTIFICATION

The principal objective of this mapping and investigative exercise is to perform a situational analysis and to establish a baseline on the gender perspective in trade union cooperation instruments. The study is not interested in evaluating or analysing the impact or the results of the integration of the gender perspective in cooperation activities in the participating organisations. It seeks to map out if the organisations are integrating a gender perspective, and if so, how they are doing it, i.e. at what stage are they at in terms of achieving equality. It intends to examine the ways in which trade unions have included the gender dimension in their development programmes and the challenges faced in the different experiences. Through our immediate objectives we aim to:

- Understand the standard practices on the subject in the participating organisations
- Understand the different situations that the organisations find themselves in
- Ascertain what are the critical issues
- Provoke thought about trade union development cooperation
- Establish a baseline to improve cooperation in organisations who wanted to collaborate

Another more in-depth study may be carried out in the near future, taking the partner organisations in the south into account and possibly including this time an evaluation of the impact and the efficacy of the strategies implemented by the organisations. We would also like to try and carry out an exercise within the Northern organisations and to see how they implement gender and if so, in terms of the principle of COHERENCE.<sup>7</sup>

This mapping should be considered as a first step in the TUDCN's work. Its objective is to coordinate and improve development actions carried out by its members in order that securing development aid can be increasingly effective. It will help to present the reality of these organisations and to understand the complexity and diversity of trade union development cooperation involving the disparate actors. Similarly it is essential to establish common guidelines and a joint strategy.

Joint meetings were held with the consulting team and the coordinator to establish clear guidelines for the study. A copy was requested of the documents produced to date by the different departments for review purposes.

Secondary data directly or indirectly related to the theme was subsequently collected to obtain the most complete and varied picture possible of the theme.

A questionnaire was developed with closed, mainly dichotomous questions and some multiple-choice questions. The main reason for this was to make the exercise as simple as possible for the participating organisations and for the people who would analyse the data due to time constraints.

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<sup>7</sup> Forum on Development Effectiveness [http://www.cso-effectiveness.org/IMG/pdf/charte\\_principles.pdf](http://www.cso-effectiveness.org/IMG/pdf/charte_principles.pdf)

The questionnaire was distributed and completed electronically to facilitate the systemisation and the recording of the information and also for future updates. The preferred option was to summarise and display the information collected in tables and graphs but the low response level meant that this was not of great use and we decided not to use this method.

As the aim of the study was not to judge, we did not request or select a sample of the projects managed by the organisations to verify that the activities were being carried out, however it would be very useful, would contribute quality information and would help to define a shared strategy if the work was to be continued.

A list was made of the participating organisations and an email was sent asking them for the details of 2 contacts to complete the survey. The survey was then sent directly to these named persons.

It was envisaged that this work would take 35 days; however, a lot less time was dedicated to this due to time constraints. This should be taken into account when evaluating the reach and the results.

During the study, we uncovered some challenges that prevented us from getting the information that we were looking for, such as the poor level of responses from many organisations, their late or incomplete responses, some responded to the survey but in an incomplete manner. Consequently we had to compare different samples, which were incoherent in many cases. But the major complication stemmed from the lack of time and notice which prevented us from carrying out interviews to clarify or bring new information to the investigation.

# LEGAL AND INSTITUTIONAL FRAMEWORK OF REFERENCE

## 2.1 LAWS FROM THE UNITED NATIONS AND RELATED ACTS

- Charter of the United Nations (1945).
- Universal Declaration of Human Rights (1948).
- Convention on the political rights of women (1953).
- The first world Conference on the Status of Women held in Mexico (1975) and its global action plan.
- Convention on the Elimination of All Forms of Discrimination against Women (called CEDAW, on account of its initials in English), adopted in 1979.
- Second World Conference, Copenhagen 1980 and its Action Plan.
- Third World Conference on Women, Nairobi 1985: Equality, Development and Peace. Action Plan.
- Declaration on the Elimination of Violence against Women (1993).
- World Conference on Human Rights (Vienna 1993).
- 5-year review (Vienna +5).
- International Conference on Population and Development (Cairo 1994), and its global action plan.
- 5-year review (Cairo +5).
- Fourth World Conference on Women (Beijing 1995), and the previous platform for global action.
- Optional Protocol to the Convention for the Elimination of All Forms of Discrimination against Women (1999).
- 5-year review (Beijing+5) “Women 2000: gender equality, development and peace for the twenty-first century” New York 2000.
- Millennium Declaration and Millennium Development Goals (MDG) (2000-2015).
- Resolution 1325 on Women, Peace and Security (2000).
- Final document from Cairo +10. International Conference on Population and Development (2004).
- Final follow-up document from the World Summit, New York 2005 (MDG+5).
- 2005 Paris Declaration.
- “Review and Appraisal of the Beijing+10 Platform of Action” (2005). Commission on the Status of Women (CSW).
- Regional Conferences of the Women of Latin America and the Caribbean and Conferences on African Women to revise the implementation of the Dakar and Beijing Platforms of Action.
- Regional Women’s Forums Beijing +15.

## 2.2 REGIONAL FRAMEWORKS

### Mediterranean

- Second Ministerial Conference on Strengthening the Role of Women in Society (Marrakech 2009).
- Euromed Women's Conference Barcelona+10 and the 5-year work programme (Barcelona, 2005).
- First Ministerial Conference on "Strengthening the Role of Women in Society". Istanbul Declaration and Action Plan (2006).
- Madrid Declaration on Women and Development (Madrid, 8 March 2007).

### The Americas

#### OAS

- Convention on the Nationality of Women (1933).
- Inter-American Convention on the Granting of Civil Rights to Women and the Inter-American Convention on the Granting of Political Rights to Women (1948).
- Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belem do Pará) (1994).

#### CARICOM

- Harmonisation Act regarding Equality of Opportunity and Treatment in Employment and Occupation.
- CARICOM Declaration of Labour and Industrial Relations Principles (1995).

### Africa

- Mozambique Declaration on Women and Development (Maputo 2006).
- AU Solemn Declaration on Gender Equality in Africa (2004).
- The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa— (Maputo protocol) —AU 2003.
- The Pan-African Women's Conference Women on a Culture of Peace. Zanzibar Declaration, UNESCO (1999).
- SADC Declaration on Gender and Development by Heads of State or Government of the Southern African Development Community

### Middle East

- Cairo Declaration adopted by the First Arab Women's Summit (2000).
- The Arab Women's Organisation Plan of Action (2001).
- Programme for the Arab Charter on Human Rights. Approved by the Council of the League of Arab States in 2004.

- Beirut Declaration – Ten years after Beijing, Arab women call for peace. Regional Arab Conference on the role of women in peace building (2004).
- Declarations from the Arab League Summits, Tunis 2004, Argel 2005 and Jartum 2006.

## Asia-Pacific

- The South Asian Association for Regional Cooperation (SAARC) Convention on Preventing and Combating Trafficking in Women and Children for Prostitution. (2002).
- Phitsanulok Declaration on the Advancement of Women in Local Government ESCAP (2001).
- Resolution to follow up on the Fourth World Conference on Women and the results of the twenty third special session of the General Assembly of the Economic and Social Commission for Asia and the Pacific (ESCAP), which reaffirms the commitment to gender equality and empowering women throughout the Asia-Pacific region (2001).

## European Union

### Gender and Development

- Regulation (EC) n° 806/2004 of the European Parliament and of the Council, of 21 April 2004, on promoting gender equality in development cooperation. This Regulation replaced Regulation (EC) n°. 2836/98, of the Council, of 22 December 1998, on integrating gender issues in development cooperation which expired on 31 December 2003.
- Communication from the Commission to the Council and the European Parliament of 21 June 2001 - Programme of Action for the mainstreaming of gender equality in Community Development Cooperation 2001 – 2006.
- Communication from the Commission to the Council and the European Parliament on Gender Equality and Women Empowerment in Development Cooperation 7257/07COM and Conclusions from the Council of Ministers and Member State government representatives at the Council (MD n° 67/7/07).
- Communication from the Commission to the Council and the European Parliament of 8 March 2007, “Gender Equality and Women's Empowerment in Development Cooperation”.
- Commission Working Document of 8 March 2010, on the “Plan of Action on Gender Equality and Women's Empowerment in Development Cooperation”.
- The OECD's Development Assistance Committee (DAC) guidelines on Gender Equality and Women's Empowerment in Development Cooperation (1998).

### Regulations, Directives and Decisions

- Regulation (EC) No 1922/2006 of the European Parliament and of the Council of 20

December 2006 on establishing a European Institute for Gender Equality

- Decision n° 1672/2006/EC of the European Parliament and of the Council, of 24 October 2006, establishing a Community Programme for Employment and Social Solidarity.
- Decision n° 771/2006/EC of the European Parliament and of the Council, of 17 May 2006, establishing the European Year of Equal Opportunities for All (2007)
- European Pact for Gender Equality. Brussels European Council 23-24 March 2006. Presidency Conclusions. (Annex II, pages 27-28).
- COM/2006/92. Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. A Roadmap for equality between women and men 2006-2010 of 1 March 2006 (SEC (2006) 275).
- Directive 2006/54/EC of The European Parliament and of the Council of 5 July 2006 on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (recast).
- Directive 2004/113/EC of the Council of 13 December 2004, implementing the principle of equal treatment between women and men in the access to and supply of goods and services.
- Resolution 2003/C 260/03 of the Council of 20 October 2003, on initiatives to combat trafficking in human beings, in particular women
- Resolution 2003/C 175/02 of the Council of 15 July 2003, on Social and Human Capital Building social and human capital in the knowledge society: learning, work, social cohesion and gender.
- Directive 2002/73/EC of the European Parliament and of the Council of 23 September 2002, which modifies Directive 76/207/CEE of the Council, on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions.
- Directive 2000/78 EC of the Council of 27 November 2000, establishing a general framework for equal treatment in employment and occupation
- Directive 2000/43 EC of the Council of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin.
- Decision 2000/750/EC of the Council of 27 November 2000, establishing a Community action programme to combat discrimination (2001 to 2006).
- Resolution 2000/C 218/02 of the Council and of the Ministers for Employment and Social Policy, meeting within the Council of 29 June 2000 on the balanced participation of women and men in family and working life.
- Decision 2000/407/EC of the Commission of 19 June 2000, relating to gender balance within the committees and expert groups established by it

- Communication 2000/C 203/03 of the Commission of 7 July 2000 to Member States, relating to a gender balance within the committees and expert groups established by it.

### **Council of Europe rulings**

- Recommendation CM/Rec (2008)1 of the Committee of Ministers to member states on the inclusion of gender differences in health policy.
- Recommendation CM/Rec (2007)17 of the Committee of Ministers to member states on gender equality standards and mechanisms.
- Recommendation CM/Rec (2007)13 of the Committee of Ministers to member states on gender mainstreaming in education.
- Convention from the Council of Europe on fighting trafficking in human being, May 2005.
- Recommendation 1610 (2003) of the Parliamentary Assembly on Migration connected with trafficking in women and prostitution, 25 June 2003.
- Recommendation Rec(2003)3 of the Committee of Ministers to member states on balanced participation of women and men in political and public decision-making adopted 12 March 2003 and its explanatory memorandum.
- Recommendation (2002)5 of the Committee of Ministers to member states on the protection of women against violence and its explanatory memorandum, 30 April 2002.
- Recommendation 1545 (2002) Campaign against trafficking in women, 21 January 2002 (Parliamentary Assembly).
- Recommendation R(2000)11 of the Committee of Ministers to member states on action against trafficking in human beings for the purpose of sexual exploitation and its explanatory memorandum, 19 May 2000.
- Recommendation 1450 (2000) Violence against women in Europe, 3 April 2000 (Parliamentary Assembly).
- Recommendation 1325 (1997) of the Parliamentary Assembly on traffic in women and forced prostitution in Council of Europe member states, 23 April 1997.
- Recommendation R(91)11 of the Committee of Members to member states concerning sexual exploitation, pornography and prostitution of and trafficking in, children and young adults and its explanatory memorandum.
- Recommendation 1065 (1987) of the Parliamentary Assembly on the traffic of children and other forms of child exploitation, 6 October 1987.
- European Convention on Human Rights, 4 November 1950.

## **2.3 INTERNATIONAL LABOUR ORGANISATION**

One of the fundamental objectives of the ILO since its formation in 1919 has been the defence and protection of workers' labour rights, defending equal opportunities and treatment between men and women as an indispensable prerequisite to sustainable development. Its work is based

on the four key Conventions on gender equality and recommendations. The Conventions are subject to ratification by each of the states, while the Recommendations only explain and guide the countries on the subject:

- Convention concerning Equal Remuneration, 1951 (N° 100), and Recommendation 90 on Equal Remuneration, 1951
- Convention concerning discrimination (Employment and Occupation), 1958 (N° 111) and Recommendation 111
- Convention concerning Workers with Family Responsibilities, 1981 (N° 156) and Recommendation 165
- Convention on Maternity Protection, 2000 (N° 183), and Recommendation 191

It also relies on resolutions adopted by the International Labour Conference (a body at the highest level in terms of formulating policies) in 1975, 1985 and 1991 and the 2004 Resolution concerning the promotion of Gender Equality, Pay Equity and Maternity Protection, the historic 2008 Declaration on Social Justice for a Fair Globalisation or the 2009 Resolution on gender equality at the heart of Decent Work amongst others.

The ILO implements its gender policies through its Action Plans (current plan 2010-2015) coordinated and managed by the Bureau for Gender Equality in Geneva which also coordinates the ILO Gender Network, a team with a global reach. The network focuses its action on the fulfilment of the fundamental ILO objective which is the promotion of access to decent and productive work in conditions of freedom, equality, security and dignity. Gender equality is a fundamental element to achieving this. Mainstreaming gender equality and non-discrimination are questions that are present in all its work externally and internally in its campaigns, programmes or international work.

## **2.4 OTHER BODIES**

The ITUC coordinates its action on gender with the following sectoral Global Union Federations which together with the ITUC form the Global Unions group.

- Education International (EI)
- International Federation of Chemical, Energy, Mine and General Workers' Unions (ICEM)
- Building and Wood Worker's International (BWI)
- International Federation of Journalists (IFJ)
- The International Transport Workers' Federation (ITF)
- International Textile, Garment and Leather Workers' Federation (ITGLWF)
- International Metalworkers' Federations (IMF)
- The International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF)
- Public Services International (PSI)
- Global Union for skills and services (UNI)



## SURVEY RESULTS

As previously mentioned in the section outlining the methodology, an initial email was sent to the participating organisations so that they themselves could designate the relevant person or persons to respond to the questionnaire. Once we had the names of the people who were going to participate we electronically sent them a questionnaire consisting of 26 closed questions, mostly dichotomous questions and some multiple choice questions. The decision to use the survey as a means of compiling primary data was taken on the basis of speed and the low cost. However, using this method entailed certain risks which we encountered. We were not able to request clarifications when necessary to enable us to get a more complete response from the person surveyed or to adapt the questions based on their previous responses to get more detailed information on the organisation's habits. It would appear that some organisations or the person who responded to the survey sometimes did so without a real understanding of what was being asked. Perhaps it would have been advisable to seek clarifications as they responded to the questions but as we could not do this, the appropriate responses were not always given. Another risk was that there would be a low response level to the survey from those contacted. This was the case. The survey was in fact only completed by 10 members and not always in a coherent manner.

Before analysing the data received on the status of the integration of the gender perspective in development instruments and actions, we must look at the more formal aspects, noting that out of the 10 participants, 9 were women working mainly with the International Department. We understood from this that they would have experience with international cooperation. However, the first thing that stands out on first examination is the large number of questions that were not answered as the information was unavailable. This leads us to believe that the person that responded to the questionnaire was not the most suitable person to do so – even though we had done a pre-selection round for people to respond to the survey for the express purpose of finding the person with the most information on this subject – or else gender is not as important as it should be in projects, programmes and other trade union development cooperation instruments.

The introduction of the gender dimension in all the organisations' areas of action assumes the recognition of the existence of gender inequalities in the social structure and that the established gender systems<sup>8</sup> are one of the most important causes of social inequality. Therefore there is a need to include a gender perspective, which meets the needs of both men and women in cooperation instruments if the goal is to abolish these inequalities.

Of the 10 organisations that responded to the question, 7 stated that they have a gender strategy, 1 organisation is in the process of developing a strategy, another stated that they are committed to this and fully intend to develop a strategy in 2011 for deployment in 2012-2014 and the last organisation, despite not having a concrete defined strategy or being in the

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<sup>8</sup> Anderson, Jeanine, "Gender training programme, gender systems, network of actors and training proposals". Repem-Ceeal November 1997

process of developing or implementing this, stated that they take gender into account in all their cooperation projects. However, the example they cite seems to suggest that this is not the case as they only refer to ensuring that there is an equal number of men and women.

The probable reason is that they are not clear about the concepts. The majority of the people related gender with women, but it is in fact a question of showing how relations between genders can translate into inequalities. If the root causes of the problem, which prevents in this case, what would naturally lead to an equal number of men and women, are not addressed, we are not seeing or acting with a gender perspective in our actions.

To ensure that the gender perspective is institutionalised, we must understand the political commitment required to highlight the need to undertake and establish actions destined to eliminate the inequalities between men and women. Institutionalisation reduces uncertainty by establishing a legal framework that guides and sets limits and makes certain behaviours the norm. It would therefore seem logical that this commitment be documented, establishing a strategy and a work plan detailing the necessary resources and actions.

7 of the organisations stated that they have institutionalised the gender perspective in their organisation and include this in all their development projects and programmes. 5 said that they have a strategy document. However, if you further examine the nature of these documents, it becomes clear that only one organisation has a document that details a clear strategic process with suggestions for change in structure and practices of a sustained nature and with defined actors. It does not include a practical implementation method for use within or outside the organisation or in its cooperation activities. The organisation claims that this is being developed as the implementation of the strategy is relatively recent.

Another organisation said that the document outlining its strategy in this area is the document that details its objectives and the desired results, agreed with its government (imagine them as a donor), but it does not include any information on how this is to be done, by whom or the tools to be used to change the relationships between the genders.

Another organisation presented the 5-year programme from its gender department as the document which institutionalises the gender perspective in its organisation. We were not given access to this document but it is understood from the explanations given that it is a work plan and furthermore is for external activities. It never gives details the tools to be used to ensure the integration of gender in these activities as an on-going requirement. That is to say, it recognises the promotion of gender equality as a core work area but it does not include a mechanism to achieve this.

Contrary to the previous case, where the organisation only presented a broad document in which it detailed its strategic process but did not give information on the tools to implement this, one of the participating organisations presented 3 different practical implementation documents:

analysis from a gender perspective, participative identification and participative planning from a gender perspective. It is important to note that these documents although edited by the organisation in question, were in fact produced by a small group of trade union cooperation organisations. 2 other respondents to the questionnaire also belong to this group and to the question as to whether they had a document, one responded that it was being developed and the other that they did not have a document because it was only beginning work in this area.

The next step was to ask them which type of strategy they were implementing. According to Teresa Rees (1998)<sup>9</sup> and other authors the main strategies can be summarised as follows:

- Equal treatment and opportunity
- Positive action, such as special measures to correct, to equalise or change
- Mainstreaming: (horizontal or transversal) is a strategy that places questions about gender equality at the centre of policy decisions by the institutional structures and about allocating resources, including the views of both men and women in the decision-making on processes and policy objectives<sup>10</sup>.
- Empowerment: Develop actions that favour women and men taking control of their lives, i.e. the ability to make choices and decisions and to put these into practice.<sup>11</sup> To strengthen their capabilities.

The answers to this question were that 4 used empowerment, 2 a transversal focus or mainstreaming and 1 of them stated that they did rely on any particular strategy.

It is worth highlighting that none of the organisations said that they used more than one strategy even though they are not mutually exclusive but on the contrary, complementary and while full gender equality does not exist, the need to use both transversal and specific methods is widely recognised in order to move from short-term and immediate change to long-term structural change. Empowering is complementary and compatible with gender mainstreaming but if gender mainstreaming does not exist, it is very difficult to carry out sustainable empowerment programmes on a long-term basis because it would involve changes and resources in different areas.

In terms of age, the majority of the organisations surveyed stated that the strategy was over 5 years old; one organisation stated that it was 10 years old and another more than 2 years old (but less than 5).

When asked who had taken part in developing this strategy, four replied that only their own organisation was involved, with no other involvement. 1 said that they had developed the strategy with help from people outside the organisation and only 2 replied that the strategy had been developed in a collaborative way as they had worked with local partner organisations. We draw your attention to the low level of participation by partner organisations in the strategy

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<sup>9</sup> Rees, T. (1998) *Mainstreaming Equality in the European Union: Education, Training and Labour Market*. London: Routledge

<sup>10</sup> Practical guide for the integration of equality between men and women in Spanish Cooperation projects, Secretary of State for International and Ibero-American Cooperation. Ministry for Foreign Affairs, 2004

development. You must remember that this study deals with the integration of the gender perspective in projects and programmes and not in donor organisations, therefore it would seem logical that the organisations that they are going to work with would take part in the decision-making process about what is going to happen in their organisation. Involvement and participation are conditions for democratic ownership<sup>10</sup> and also for consistency and the strengthening of any strategy.

Concerning the gender actions that they carry out and how the decision was taken to implement these, it should be highlighted that all recognised that the actions were the result of discussions, and that in 3 cases, these actions were motivated by pressure from women within the organisation. All accepted that these were internal discussion because the decision did not stem from a proposal from a network that they are a member of and only one stated that its local partner organisation had asked to outline and take part in the strategy. It is worth mentioning that, despite the extensive existing legislation on the subject and the importance given to gender issues on both national and international level, at least theoretically, only 4 organisations recorded donor demands as the reason for the integration of a gender perspective.

With regard to who was responsible for implementing a gender policy and ensuring its correct application in cooperation activities, four responded that it was the responsibility of both organisations and three that it was the responsibility of the local partner organisation. However, when we looked more closely at the information collated to see how this responsibility is defined, we realised that of the 10 organisations that responded, 7 do not have expert staff or a dedicated gender department to inform the staff of the relevant donor organisation or the partner organisations about the projects and programmes. Only 2 organisations stated that they give support to the local associate and one, even though they have expert staff, do not give assistance to the partner organisation. Only 2 of the organisations have overseas staff and none of the staff are trained in gender.

One of the most common criticisms regarding the implementation of gender mainstreaming is that the organisations tend not to use a dedicated department and it becomes the responsibility of every department, eliminating neutrality in terms of gender in each department. Each department must therefore ensure that the implications for men and women are taken into account in each policy. However it is wrong to think that if you implement horizontal or vertical mainstreaming, you must abandon the implementation of policies that are exclusively for women, therefore, specialist departments in the organisations are essential because they are areas of empowerment, of vigilance and where ideas and strategies are produced. That does not mean however, that they do not implement development policies.

Gender training is the first step that an organisation should take if they want to begin a process of change towards equality but it is not the only step to ensure a transformation. Therefore, it is

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11 Pan American Health Organisation (PAHO). (2005). PAHO Gender Equality Policy  
<http://www.paho.org/English/ad/ge/PAHOGenderEqualityPolicy2005.pdf>

necessary to move beyond the theoretical phase of memorising concepts and to define tools to bring about change. When the organisations were asked how this was implemented and if they had practical instruments to do so, the 3 organisations that said that they did not, oddly, were the 3 organisations that belong to the small trade union cooperation network that we referred to previously and who have created handbooks about gender and cooperation actions. 3 other organisations responded that they did, they have local staff with the necessary practical tools and the rest stated that they did not have any.

Regarding their interventions on the ground, we asked each organisation if they had adapted cooperation instruments to improve the integration of the gender perspective: of the 10 organisations, 5 said that they had done so and 5 said that they did not have this information. The objective of the following questions was to find out if the organisations took gender into account in the different stages of their project or programme, from selecting the project to its evaluation, its development and follow-up.

We began by asking if a gender analysis is carried out, even though in operational procedure, this should be the first step in the implementation of any action that aims to address inequalities. There are many definitions of gender analysis but basically gender analysis highlights the inequalities between men and women, their origins and how to overcome them. Of the 10 organisations surveyed, 6 carried out this analysis when selecting the project and 4 said that they did not know or did not have this information. We must highlight that one of the organisations that stated that they did not have this information, has a document detailing how to carry out a gender analysis<sup>11</sup>

Highlighting the differences that exist in terms of conditions, needs, resources, control, power, etc. between men and women serves no purpose unless a gender-sensitive tool is used to collate the information when defining development-enabling actions.

Only 3 organisations said they used a gender sensitive tool when formulating a project. 2 admitted that they did not and 5 said that they did not know or did not have this information. If we then look at the checks and balances which are gender sensitive for the tracking of actions on the ground, the situation deteriorates, 3 do not use them and the rest said that this information was not available. The checks and balances are fundamental elements in all planning, as they tell us if the actions being carried out correspond to expectations, measure whether we are close or not to achieving the objectives and results and how we are doing (quantitatively and qualitatively). If they are gender sensitive tools, they should also express what types of consequences the interventions are having on men and women and that they are having the desired result, i.e. they allow us to measure but also to assess because they make the inequalities visible.

It is important to note from this part of the survey that the organisations that theoretically take the first step, which is carrying out a gender analysis do not take the next steps once the selection

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<sup>11</sup> ITUC Trade Union Development Cooperation Network: [http://www-cso-effectiveness.org/IMG/pdf/charter\\_principles.pdf](http://www-cso-effectiveness.org/IMG/pdf/charter_principles.pdf)

process has been completed, even though this would seem logical and even mechanical. Why carry out an analysis if you are not going to act on the results?

The processes used for evaluation purposes have become essential tools for improving the efficiency of the interventions as they try to explain and understand what happened and why and are learning tools for future actions. If the evaluation is gender focused, it will highlight if the actions have modified at least some of the causes of the inequalities. The evaluations detect strengths and weaknesses and propose solutions for future interventions. When asked if the projects were evaluated on the basis of gender, the majority did not have information on this. One denied having the information and 3 stated that they were not in favour of this. However when we asked them if they had documented good and bad practices as a tool to improve the quality and efficacy of the actions, no one said that this was common practice. Summarising good and bad practices, in addition to being a learning tool, highlights the factors which were successful or not, which can be used in other situations and contribute to the improvement of gender integration processes.

Gender audits, a tool recommended by the ITUC “to strengthen their policies and structures on gender equality including through use of the ILO Gender Audit tool<sup>1214</sup> evaluate the integration of gender in projects and programmes and are essential when verifying the coherence of actions. We therefore asked the organisations if they carried out gender audits as a tool to ensure that their cooperation instruments and actions were in line with their organisations’ commitments on equality: 6 said that the information was not available, 2 that they did not carry out the audits. Only 2 responded positively.

In terms of coordination with organisations specialising in gender issues as a forum to encourage solidarity between women, consistency, the exchange of experiences and adequate coherence with international commitments ensuring that international development programmes put proper emphasis on decent work for women <sup>15</sup>, only 2 of organisations surveyed answered that they coordinated in this way, 4 said that they did not and the other 4 said that this information was not available. We asked the 2 organisations who had answered positively to give us further information on this subject and to specify which organisations that they had a relationship with regarding gender. Both organisations said that they coordinated with international organisations and organisations which specialised in gender issues. Neither of the two coordinated with the equality bodies of their national trade union organisations and only one of the organisations with the gender department in an international trade union organisation. The latter stated that they also coordinated with women’s organisations and other partners but they did not specify which.

To effectively implement gender it is necessary that both the donor organisation and the local partner organisation maintain high levels of coordination and above all, share the same vision for the need to achieve equality. However, when we asked the participants if their local partner

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<sup>13</sup> LO-TCO [www.lotcobistand.or](http://www.lotcobistand.or)

<sup>14</sup> ITUC Achieving Gender Equality: [http://www.ituccsi.org/IMG/pdf/manuel\\_ENGOK.pdf](http://www.ituccsi.org/IMG/pdf/manuel_ENGOK.pdf)

<sup>15</sup> [http://www.ituc-csi.org/IMG/pdf/2CO\\_03\\_Gender\\_equality\\_03-10-2.pdf](http://www.ituc-csi.org/IMG/pdf/2CO_03_Gender_equality_03-10-2.pdf)

organisations had a gender strategy, of the 10 surveyed only 2 responded to the question, one said no and the other yes, the rest said this information was not available. We must highlight that when asked if good communication and coordination existed with these organisations to incorporate gender, the majority said yes. This seems contradictory to the response to the previous question as it seems logical that if good communication existed that they should know what the local partner is doing on this subject. Examining this issue in greater detail, we asked them if the organisations include gender in their projects on the ground, we point out that half of them did not have this information, 1 said that did not include it and 4 said that they do. Of those 4, 3 do so as partners and only one as a partner and a beneficiary. On the same subject, we asked the organisations if they knew if the local partners that they work with included gender in their own projects. The majority of those surveyed said yes and the other half did not know. Here again we come across a certain lack of coherence because if they were able to state that the organisations they work with ensure the integration of a gender perspective in their projects, they should know if the organisation has a strategy, a question to which, you will remember, the majority said they did not know.

Gender focus has evolved since the term was first coined hence the need to adapt its structures, policies, instruments and tools to the different demands, both internal and external, would seem logical. This was the reason for the question that we asked and to which surprisingly only 2 out of the 10 participants answered that there had been changes in their approach to development cooperation activities; 3 said there had been no change and 4 said that they did not know. The changes that had taken place were, on one hand, in the design and adoption of a gender strategy and on the other hand, the improvement of instruments and tools and the progress made in terms of gender. Both organisations recognised that the changes had been motivated by both external and internal forces and both admitted that there was pressure from the public on how to include gender in development projects. Furthermore, 1 of these organisations recognised that they had problems with their major donor in this area as they had not paid enough attention to this subject.

In conclusion, we asked them if they included gender in their development training and awareness generating activities. The majority of the organisations responded positively although some of the organisations answered that they did not know whether they did or not.

## CONCLUSIONS AND TRENDS

This basic information mapping exercise of the different organisations has allowed us to draw up an interesting picture of the diverse positions of the trade union organisations in terms of the integration of the gender perspective in their activities, projects and programmes. Not all have advanced at the same pace or in the same way with regard to the promotion and development of women's rights, despite the clear mandate from both external and internal bodies to comply with the aid effectiveness agenda.

It has not been easy or quick to compile the information or obtain a prompt and quick response from the relevant actors and this is why it only includes basic information. The explanation for this could lie in an awareness, which remains poor, of the importance of having a database to promote joint and coordinated action between trade union development cooperation actors in relation to gender.

The reason for the low response rate and the failure to reply to many of the questions remains unclear. As stated previously in the methodology section, we first asked the organisations to nominate the most qualified person to answer the questionnaire. It is very strange that people who are in direct contact with projects and programmes do not handle the concepts and the information that we requested. Perhaps, from the outset, the aim of the mapping was not clear, despite the fact that we insisted from the beginning that it dealt with the integration of cooperation activities and was not about the organisation itself.

The concepts remain unclear; there is a lot of confusion even concerning the most basic concepts. This indicates a lack of training on theory and practice to ensure genuine gender mainstreaming. Strategies are defined without the assistance of specialist staff or external aid. Cooperation with specialist bodies, both external and internal to the trade union movement, is poor.

Apparently, gender analysis is carried out as a first step when selecting the actions, however the rest of the methodologies to ensure the inclusion of gender in a transversal way are not carried out. It is not only a question of allocating a part of the project to women but of summarising the effects that the project had on the women (and men). A badly designed project does not reduce inequalities; it may even worsen the current situation.

The desired importance is not given to the evaluation processes and in general, there is no tool to communicate or transfer progress made in this area.

Finally, as a result of the poor level of participation, there continues to be a dominant relationship because we give them what we think they need, despite the fact that we openly expressed that the partners' priorities are supported

Unfortunately, the exercise has highlighted that the political will is not translating into concrete actions. There is a large bibliography on this subject, both from general and trade union sources and the intentions are good but it is not translating into real change. It is merely a declaration of intent.

From the outset we had envisaged carrying out a second phase to complement and enrich this work. The results, which show a large disparity in trade union methods and situations in the inclusion of gender in development activities, further encourage us to proceed with a second part to this study.



# ANXEX: QUESTIONNAIRE

Dear Comrade,

Firstly we would like to take this opportunity to thank you for taking the time to respond to this questionnaire. The answers will be used to contribute to the mapping of the extent to which gender equality is taken into account and applied in development cooperation activities by trade union organisations that are members of the Trade Union Development Cooperation Network (TUDCN). The trade union movement has long been committed to gender equality and empowering women. However, internal pressures, political priorities and external requirements have resulted in gender issues being addressed and applied in many different ways.

This document does not pretend to evaluate or judge anybody's work; it aims to identify the format in which the policies and strategies have been applied in order to set a baseline. Further down the line, we may conduct a more in-depth study incorporating the trade union organisations from the South and designed to evaluate the impact and the efficacy of the strategies implemented by the organisations. We stress that this is not the purpose of this questionnaire.

We appreciate that your time is limited and valuable and we thank you for your dedication. We ask that you respond as fully as possible. The questionnaire should take a maximum of 15 minutes to complete. In some cases, the answer is not pre-formulated, where this is the case, short replies or key words are sufficient.

If you have any queries at all regarding the questionnaire, please do not hesitate to contact the ITUC by email at [arvillayandre@gmail.com](mailto:arvillayandre@gmail.com) (gender equality), [lvansant61@hotmail.com](mailto:lvansant61@hotmail.com) (decent work), [jan.dereymaeker@ituc-ITUC.org](mailto:jan.dereymaeker@ituc-ITUC.org) (support systems).

## GENERAL INFORMATION ABOUT YOUR ORGANISATION

- Name of your organisation:
- Country:
- Name of the person who completed the questionnaire:
- Role and department:
- Email:
- Can we contact this person at a later date for further information?

YES

NO

**GENDER INTEGRATION IN YOUR DEVELOPMENT COOPERATION ACTIVITIES**

- 1. Does your organisation have a policy of including gender in its development cooperation activities?
- 2. Is this documented? If so, could you please send it to us or tell us how we can access the document?
- 3. What type of focus/strategy is in place?
  - a. Mainstreaming
  - b. Empowerment
  - c. Equal opportunities and treatment
  - d. Positive Action
  - e. Participation
  - f. Other types of action: .....
  - g. Nothing specific
- 4. When was this strategy developed?
  - a. >>10 years ago
  - b. >>5 years ago
  - c. >>2 years ago
- 5. Who developed the strategy?
  - a. Staff
  - b. Staff and external personnel
  - c. Staff and personnel from local partner organisations
  - d. Other (please specify).....
- 6. How was the decision taken to include gender in your actions? (could be more than one of the options below)
  - a. Internal discussions
  - b. Demands from donor agencies
  - c. Proposals or demands from the networks to which your organisation belongs
  - d. At the request of local partner organisations
  - e. Pressure from the women members of your organisation
- 7. Who is responsible for implementing and monitoring the inclusion of gender in your development cooperation activities?

- a) Donor organisation
  - o Department or expert staff
  - o Expatriate staff
  - o Both
- b) Partner organisation
  - o Department or expert staff
  - o Programme or Project manager
  - o Political bodies
  - o Other
- c) Both organisations – please give details?
  - o .....

8. Has your expatriate staff (if you have any) received gender related training?

YES

NO

9. Where you deal with a particular department or expert staff, do they supply technical assistance from their head office to the local office and/or expatriate staff?

YES

NO

10. Do you have practical training procedures in place for development cooperation activities?

YES

NO

11. Has your organisation adapted the cooperation mechanisms to improve the inclusion of gender?

YES

NO

12. Is a gender analysis done when the projects/programmes are being selected?

YES

NO

13. Are gender sensitive tools used in their formulation?

YES

NO

14. Do you define checks and balances which are gender sensitive for the tracking system for these projects/programmes?

YES

NO

15. Do you include gender related training in your development cooperation activities?

YES

NO

WHY?

16. Do you evaluate the projects on the basis of gender?

If you answer is Yes, have you developed a system of good and bad practices?

YES

NO

17. Do you undertake gender audits as a means of ensuring that your development cooperation activities correspond with your objectives?

YES

NO

18. Do you coordinate with organisations that specialise in gender issues to implement your development cooperation activities?

YES

NO

If the answer is Yes (could be more than one option)

a. Equality Office of your local trade union.

b. Equality Office of international trade unions.

c. Organisations specialising in gender

d. International organisations

e. Feminist organisations

f. Other: .....

19. Do your local partner organisations have a gender strategy?

YES

NO

DON'T KNOW

20. Is there communication and coordination with the other local partner organisations to incorporate gender in the projects?

YES

NO

21. Do you work with the committees, the secretariats and the equality departments of your local partner organisations?

a. YES, as a partner

- b. YES, as a beneficiary
- c. YES, as a partner and beneficiary
- d. NO

22. Do you know if your local partner organisations include gender in their projects?

YES NO

23. Have there been changes in your approach to gender in your development cooperation activities over the last few years?

YES NO

24. What changes have taken place?

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25. The motivation for these changes was:

- a. Internal
- b. External
- c. Both

26. Is your organisation under pressure from the public as to how to include gender in development projects?

YES NO

27. Has your organisation experienced any difficulties with financial institutions in relation to your organisation's gender approach to development cooperation?

- a. Which institution?
- b. Type of difficulty?
  - i. Different focus (strategy)
  - ii. Political or cultural demands which are far removed from the realities on the ground
  - iii. Indicators
  - iv. Other .....

28. Does your organisation include gender in its Development training activities?

YES

NO

**COMMENTS AND OBSERVATIONS:**

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## **ITUC**

5 Bld du Roi Albert II, Bte 1, 1210-Brussels, Belgium

Tel: +32 2 2240211, Fax: +32 2 2015815

E-Mail: [info@ituc-csi.org](mailto:info@ituc-csi.org) • Web Site: <http://www.ituc-csi.org>

